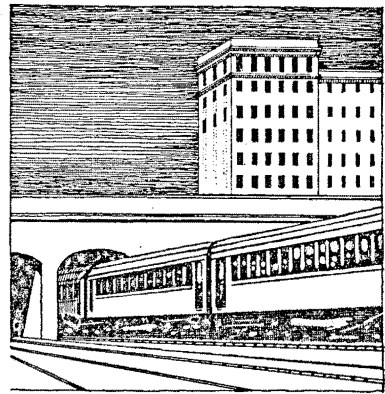
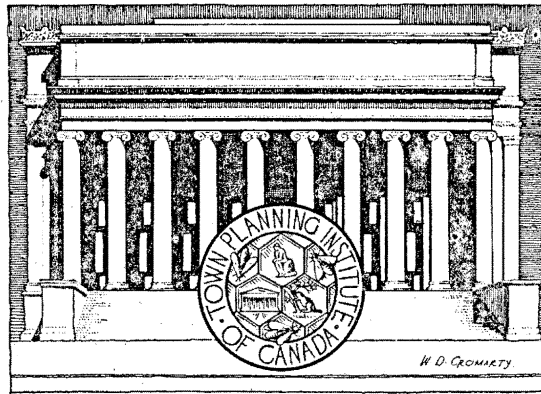


# THE JOURNAL



## TOWN PLANNING INSTITUTE OF CANADA.

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### EDITORIAL

#### The New Town of Lens, Saskatchewan.

The new town of Lens in the province of Saskatchewan promises to be one of the most interesting and significant memorials of the great war on this continent. It is being laid out under the jurisdiction of the Soldiers' Settlement Board on the most modern town planning lines according to a plan and scheme prepared by Dr. E. Deville, surveyor general, and adopted by the Board. It is also an illustration of the benefit of a provincial town planning act. The town planning regulations were drawn up in the office of the director of town planning of the province of Saskatchewan. Saskatchewan has one of the best and most advanced town planning acts in the world. From the provincial centre information is now going out to the new settlements concerning the general social and commercial benefits of orderly town development and of the human and cash value of beauty, and wherever development is manifestly wrong the province has the right to interfere and by mandamus put a check to the evils that have ruined the prospects of so many towns in Canada from their birth.

The land is the property of the Soldiers' Settlement Board and covers approximately 162 acres. It is intended to be a trading centre for the soldier settlers who have taken up land some fifteen miles south of the townsite on an area of 200,000 acres. withdrawn from the Porcupine forest reserve for

soldier settlement and is on the northern line of the Canadian National railway.

The plan of the townsite shows a thorough study of all the factors that enter into commercial life. It is realized that if people are to live contentedly and rear families, there must be places where they and their children can obtain outdoor recreation and be in touch with the restful and vivifying influence of nature, and that the best time to secure these happy hunting grounds is before land has accumulated the increments in value created by social existence and social endeavor. Public reserves are therefore set aside from the outset and one group of these open spaces should in time make an effective and beautiful civic centre. It will begin to create values in land from the moment the first tree is planted. In addition there will be a river drive, bordered with existing poplars and spruce, which will form an additional park area and will preserve for all time uninterrupted public access to the Prairie River.

Two acres have been set aside for industries, adjoining the railway and thus cutting off the need for trans-urban traffic and economizing in the wear and tear of pavement. They will also provide cheap and easily negotiable sites for manufacturing plants and prevent the encroachment of industry on residential districts. The commercial district will be reserved for commercial purposes and the dwellings of the people will be protected from incongruous

buildings.. In the business centre there will be restrictions regarding the use, bulk and height of buildings and building lines will be established in order to promote the architectural amenities of business streets. There will be proper control of billboard advertising and billboards will not be permitted in the residential districts. The minister of municipal affairs has approved of the plan.

The town of Lens, Saskatchewan, will be a notable experiment in the better building of the new towns of Canada. While the planning and inception of the scheme are the work of Dr. Deville great credit is due to the Soldiers' Settlement Board for co-operating and making practicable an enlightened policy of town development. It may be that the better life that was to be the outcome of the war will not, after all, be an empty dream.

#### Plans of Delimited Areas.

In delimiting areas for different uses, heights and densities, two things are important so far as the presentation of the map or plan is concerned. The first in importance is the question of having the areas clearly delineated so that there will be no question as to the distinction between one area and another area regarding the precise position of the boundary of each area. The second is the desirability of having the arrangement and markings simple so as to avoid unnecessary labor and duplication of maps. In some of the American zoning schemes they have five separate maps. One to indicate the height of building, another for density or area of occupancy—including their setbacks and fire limits—and three others for the respective uses of residence, business and industry. The three use maps are sub-divided into six to eight classes. There is no question that whatever advantages this constitutes, it is confusing and cannot be regarded as the last word on the question.

Mr. George B. Ford has carried out in Mansfield and East Orange a system under which all five maps are combined in one. In Mansfield there are two residence types and this, on the whole, is sufficient. There are three business types, one comprising local business areas corresponding in height, area and setback to the first residence type. The second deals with general business and corresponds with the second residence type and the third with extra business, which differs from the general

business in that buildings may go up to 100 ft. in height. This arrangement, by which different classes are separated by the same boundaries, undoubtedly simplifies the preparation of maps.

In East Orange the residence types are increased to three because of the need for single-family residences. There are the single-family, two-family, and semi-detached houses up to three storeys and the apartment house district. The setbacks are 50 ft. in the first type and 40 ft. in the other. In both cities no non-residence type proved practicable.

Mr. Ford points out that instead of creating a separate map for setbacks the setbacks should be fixed for each type to correspond with the side-yard and rear-yard requirements. The setback is fixed from the centre of the street. One advantage of Mr. Ford's scheme is that it induces the study of the relationship between use, height and density.

Referring to public garages Mr. Ford says that virtually all zoning ordinances have begged this question, leaving it to the Board of Appeal. In the two plans mentioned it has been definitely decided where garages could be located and under what conditions. They are:—

1. No part of a garage shall be within 25 ft. of any street;
2. An entrance driveway shall be at least 15 ft. wide;
3. There shall be no opening in any side wall, rear side or roof within 15 ft. of any side or party line;
4. The number of mechanics and the amount of mechanical horse-power used are limited;
5. No repair work shall done in front of the garage.

In the two cities building codes are being revised so that everything is put into them that has to do with fire prevention or construction while the zoning ordinance deals with the use and lay-out of the buildings, both being published in one volume with a common index. This is a great advantage, as it brings all the regulations together.

#### Montreal Conference.

At the time of going to press, a town planning conference has been arranged to be held at the Place Viger Hotel, Montreal, on September 29th, 30th and October 1st. The conference, which is under the joint auspices of the Montreal Civic Improvement League and the Town Planning Institute of Canada, has, as one of its main objects,

to bring before the civic authorities the urgent necessity of town planning in Montreal. It is hoped that as an outcome of this conference a comprehensive plan for Montreal will be inaugurated. Such a result would be an event of the first importance in relation to town planning in Canada.

Town planning has in the past too often been regarded as dealing merely with civic decoration. It is coming to be understood that this is a very small part of the work of the town planner and that town planning activities enter into every branch of civic life as a new economic science. A leaflet issued by the Minneapolis Civic and Commerce Association says:

Town planning is the art of laying out cities to serve the business requirements, convenience, health and comfort of the public. It is guiding the growth of a village or city in conformity with a scientific design. It is adapting the physical form of the city to the peculiar needs of its parts.

This passage is significant of the fact that the demand for guidance in the growth of cities is coming more and more from commercial bodies and not merely from idealists and artists who deplore the unnecessary ugliness and confusion that have resulted from the uncontrolled development of towns and cities.

It will be noted that the programme includes the names of many well-known engineers and town planners and it is hoped that the interest created by the conference will lead, not only to the development of a plan for Montreal, but also to a forward movement in town planning in the province of Quebec. Quebec and British Columbia are the only two provinces in Canada that have not yet adopted a town planning act.

## CANADIAN TOWN PLANNING.

### PROBLEMS OF A FIVE ACRE SUBDIVISION.

By H. L. Seymour.

It is seldom that so many interesting planning features are encountered in so small an area as that indicated on the accompanying plan. There is shown a parcel of land of about five acres in extent, approximately 660 feet in depth with 330 feet of frontage. This block is located just north of the limits of the city of Toronto on a "concession" road in the township of York.

Between the highest and lowest points, there is a difference in elevation of about 70 feet. The

northeasterly position rises fairly gently from the creek while the southwesterly part of the area rises abruptly from the creek bed to an elevation such that a charming view to the northeast is obtained.

Under the Planning and Development Act of Ontario, the city of Toronto has control over the subdivision of land within five miles of the city limits. Traversing diagonally the parcel in question the civic officials had planned a boulevard 86 feet wide on the low level beside the creek. The plans of the township of York engineers also indicated the necessity for a trunk sewer under or near the proposed boulevard, and the owner wished as many lots, or rather as much frontage as possible. This required a subdivision to meet these conditions.

The subdivision first suggested was not approved by the city as it did not conform to the proposed boulevard, nor was it approved by the township because of the difficult grade of the proposed street. The owner was generally satisfied with this plan which gave him 34 lots of average size, 37 feet by 135 feet. He wished the city to purchase the necessary land for the boulevard as it formed no part of his scheme. This conflict of interests resulted in the retardation of the development of this estate for a year or more\*

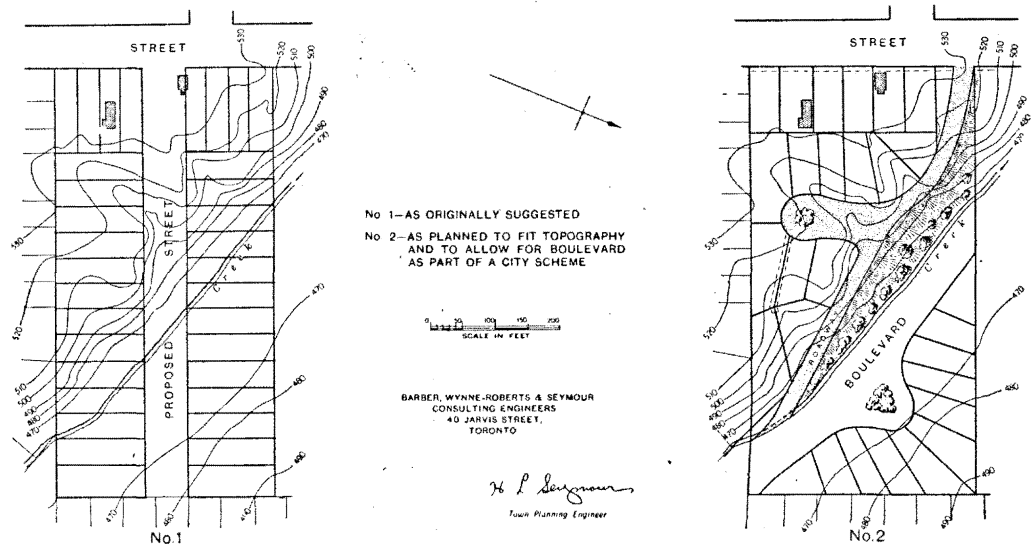
The subdivision, as finally approved by the city, is shown on the right of the accompanying plan.

An analysis of the two schemes of subdivision may be tabulated as follows:

	NO. 1 As Originally Proposed	NO. 2 As Adopted.
1. No. of lots (Average size)	34 lots (37' x 135')	29 lots (42.5' x 103')
2. Feet of frontage.	1570'	1770'
3. Street area (including park area).	0.98 acres	1.91 acres
4. Grade of street running easterly through sub-division.	15%	9%
5. Excavation or fill.	7,500 cu. yds. excavation, 36,000 cu. yds. fill.	10,000 to 12,000 cu. yds. excavation.

As originally proposed, no provision, as mentioned, was made for a ravine drive or boulevard and the best frontage would have been on the street to the west. To grade the main street through the subdivision, there would have been required 7,500 cubic yards of excavation and 36,000 cubic yards of fill and even then the aspect of the lots would not have been particularly desirable and considerable surface grading would have been required. With

\*While the city surveyor or the city park commissioner may propose certain new streets and boulevards, there is not the machinery for quickly carrying out such proposals. To ask an owner to give up more than 66 feet for a street, while on the other hand he is not permitted to plan narrower streets, seems somewhere unfair.



the plan now being carried out, although there are fewer lots, there is 200 feet more frontage and a very charming view is obtained from the lots west of the boulevard.

The darkest shaded portion on plan No. 2 indicates the position of a 30 foot roadway, which will have a grade of 9 per cent. The grading being carried out includes also the grading of the lots. There will be access to every lot for the purpose of getting in coal, etc., a lane or easement (shown by dotted lines) being required in only one instance for the service of two lots where it would not have been practicable to drive in from the front of the terraced lots.

It will probably be admitted that there were a number of interesting problems encountered in this five acre subdivision, but the biggest problem of all was in prevailing on the owner and the various authorities interested, to compromise and agree on some scheme. It might be mentioned that the owner expresses himself now as very much delighted with the result. The grading is being carried out and as it nears completion the owner can now see just what he is getting. He realizes that he can sell his property for about double the rate per foot frontage and that instead of just an ordinary development he has got an interesting development that means actual cash returns.

In the city's approval of the subdivision there are several matters mentioned which may be of general interest. The recommendation follows:—

#### Part of Lot 4, Plan No. 326, York.

Your committee recommend the adoption of the following report of the Commissioner of Works, Commissioner of Assessment, of Parks and City Solicitor, re the above:

Pursuant to and in conformity with the Planning and Development Act, we are in receipt of an application from Mr. H. L. Seymour, on behalf of

Mr. — for the city's approval to a plan of subdivision of part of lot 4, plan No. 326, York. This property is situate on the east side of — street, about half a mile north of St. Clair Avenue, in the county of York. The property generally is rough in character and is traversed in a northwesterly direction by a ravine in which it is intended that Russell Hill Drive shall be extended as part of the system of park boulevards designed by the Parks Department. Satisfactory provision for this boulevard is made on the plan. Twenty-nine lots, the majority of which are over 100 feet in depth, are shown on the plan. In view of the topographical difficulties of the land, this is satisfactory; but 10 feet should be dedicated for the purpose of widening — Street. We therefore recommend that the city's consent be given to the filing of this plan, subject to the following conditions:

(a) That 10 feet be dedicated for the purpose of widening — street.

(b) That a one-foot reserve be laid out, along the northerly limit of the property between — street and the westerly extremity of the lots lying to the east of the park drive.

(c) That the owner agree to restrict the property to the extent that each lot as shown be occupied by one dwelling only, having a value of not less than \$4,000, with a view to protecting the park drive from the erection of an undesirable class of dwellings.

#### Town Planning in Saskatchewan.

The Parsons Engineering Co. of Regina has recently been appointed to do the development engineering for the rural municipalities of Waverley No. 44 and Willow Bunch No. 42 under the provisions of the Town Planning and Rural Development Act of Saskatchewan. The members of the firm are: J. N. de Stein, M.E.I.C., manager, K. K. Crowther, S.L.S. and S. Harding, S.L.S.

## SOME FEATURES OF TOWN PLANNING, WITH APPLICATION TO THE CITY OF KITCHENER.

By W. H. Breithaupt.

### Past Mistakes.

Town planning consists largely in rectifying past mistakes and omissions. Such mistakes may or may not have been evident when made; generally not. Omission to open a street, or to reserve ground for public use when it could have been done at small cost may well be due to the fact that future requirements were very vague and uncertain at the time of development. As a result most of our towns and cities in Canada, as elsewhere, suffer inconvenience from inadequate and indirect street system, from lack of provision of space required for public buildings, or parks; industries, business and residence sections are not localized, and there is general want of system. Each private owner of land large or small has been allowed to subdivide with regard only to getting the largest number of saleable parcels out of his holding, without consideration of fitting into a general street plan—often blocking what might have developed into an important thoroughfare—without restriction of proportion of parcel or lot, or how much of it may be built on. Factories are located in the midst of residence sections, due to change of ownership of the ground, and business locations may be similarly determined.

### Partial Planning.

For the past ten years or more there has been general recognition of the importance of planning for municipal growth. In Ontario the impulse has come largely from the city of Toronto. Notwithstanding this general recognition of fact, prejudice and private interest have obstructed progress. Throughout the province there cannot be said to be much of positive result, and provincial legislation in the way of facilitating the carrying out of town planning projects still leaves much to be desired.

There are some towns and cities in this province that have systematically grown on preconceived plans. The town of Goderich and the city of Guelph, projects of the old Canada Company, may be cited. Goderich has a large central area, in the way of civic centre, in which are the county buildings. From this there are radiating main thoroughfares. Guelph has a central main street of adequate width and a general street plan well fitted to its topography. The city of Galt and town of Waterloo, both in Waterloo county are built on plans dating back a hundred years. Waterloo has a main street 75' to 85' wide, with a good sized open square where the main street changes direction, and has a regular, fairly well arranged, street system. Original plans for all these municipalities are ac-

counted for by the fact that there was individual ownership, either by a company or single proprietor, or by a small number of proprietors working in harmony. In general there are numerous owners of the land areas which develop into towns and cities, with no unity of purpose among them, and no sufficient central authority.

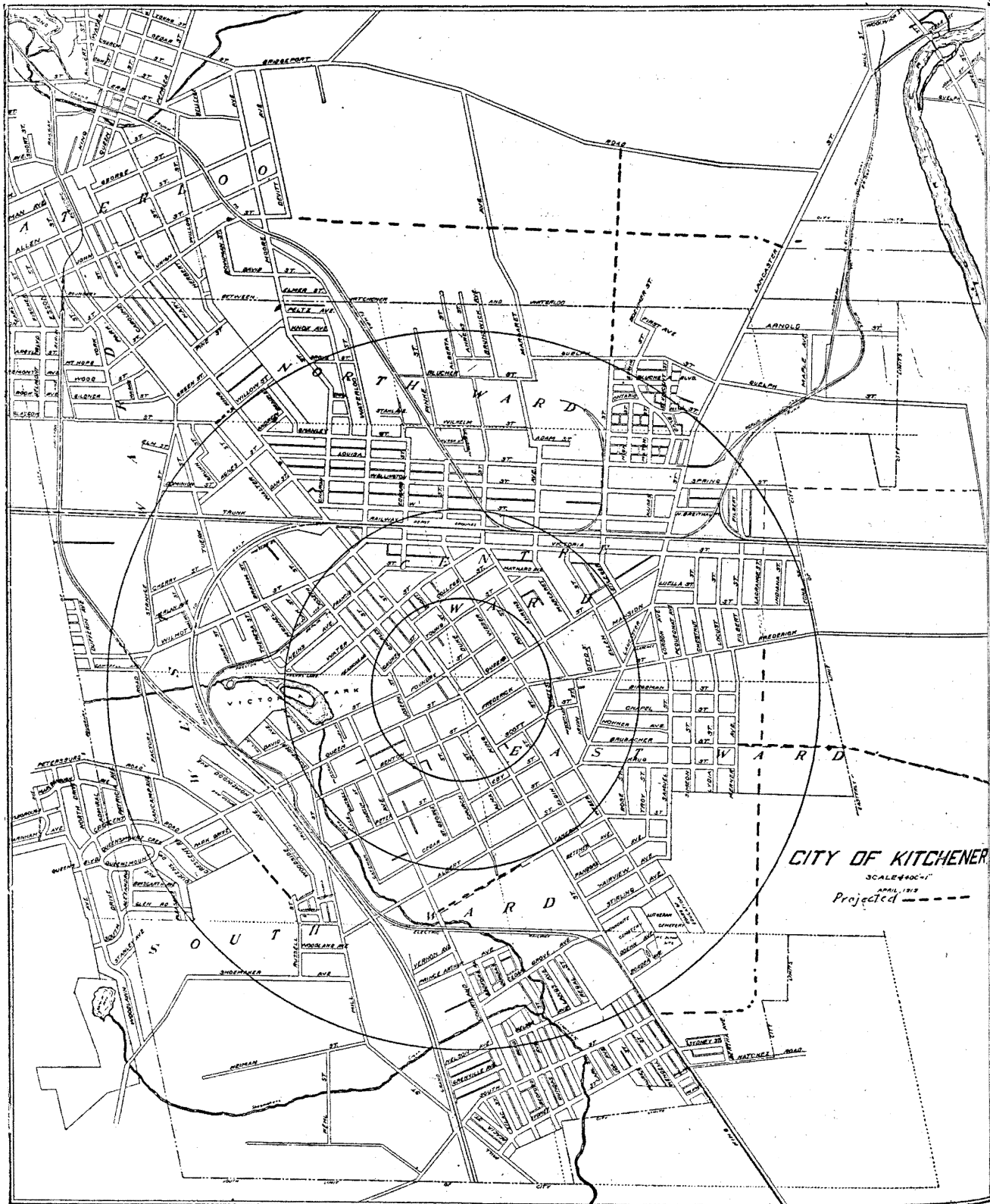
### City of Kitchener.

The present city of Kitchener began as a cross-road about 1807. For many years it was not expected to be of any importance. Its county preponderance began in 1853, with the simultaneous location of the Grand Trunk Railway through it, and the selection of this municipality as the county town. It took forty years more for the larger growth of the town to become manifest. With the Grand Trunk railway came a dual street system. The original and still principal part of the city is normal to King street, the main thoroughfare through the county, extending also through the town of Waterloo which adjoins the city. King street crosses the Grand Trunk Railway at an angle of 48 degrees. The older side and cross streets are mostly 40 feet in width, with King street 60 feet to 66 feet. A second system of streets, a large land speculation at the time, was laid out normal to the railway at the time of its building. This street system, the Grange survey, was based partly on the idea that the railway station would be the centre of business. This did not occur; the business centre is to-day where it was a hundred years ago. All streets in the Grange survey are 66', main or secondary alike. The skew junction between the Grange survey streets and the older street system causes inconvenient connection, many sharp corners, and roundabout direction in going toward the centre of the city.

### Unforeseen Development.

Incidentally the fact is patent that the development of large population centres may be from modest beginnings devoid of expectation of future greatness; while a well-planned town site may wait indefinitely for the inhabitants its sanguine originators had in mind. On the other hand there are cities whose advantages, physical and political, destine them inevitably, from the beginning, to importance, with the growth of the country; and in such the lack of forethought in planning is the more to be lamented.

Inherent possibilities tell in the long run. The city of Kitchener is in the centre of the township of Waterloo, one of the most fertile farming sections in the province, well capable of supporting a dense population. The city has elevation above sea level of 1,100 feet and over, one element of its salubrious climate; has a rolling topography, good drainage, and a local supply of ground water liberally used and hitherto sufficient. The water supply

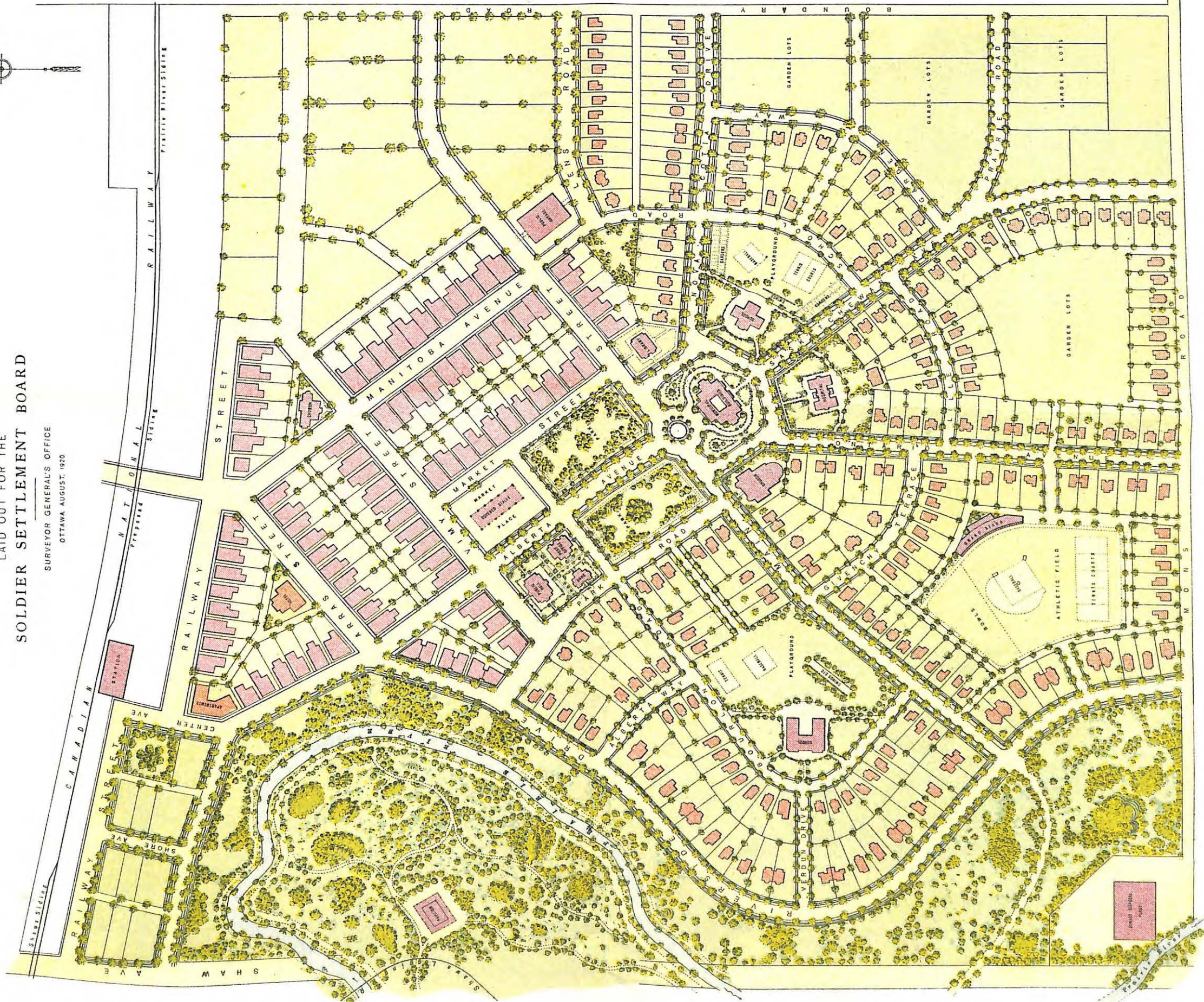


LENS  
#6



TOWN OF  
**LEN S**  
SASKATCHEWAN  
LAID OUT FOR THE  
SOLDIER SETTLEMENT BOARD

SURVEYOR GENERAL'S OFFICE  
OTTAWA AUGUST, 1920



0 50 100 200 300 400 500  
Scale: 300 feet to an inch.



can, without much difficulty, be indefinitely increased as soon as required by going to a not distant new source.

### **Present Needs.**

The two imperative present needs are the opening of a number of short connections to make continuous thoroughfares, in addition to the present ones, and grade separation for the principal streets crossing the main railway line passing through the city, the Grand Trunk Railway.

In 1919, after all legal requirements had been complied with, a general plan of the city, showing additional main thoroughfares, was submitted by the City Planning Commission to the Ontario Railway and Municipal Board, at a public hearing, duly called for the purpose. The plan was, for its greater part, approved by the board, and the city thus has a preliminary skeleton, in part, on which to grow. The effort of the local commission has for the past two years been to get some of these streets opened by the city council. Several of the most important ones are now in process, and expropriation of the required ground is shortly to proceed.

The great difficulty is in objection to bear the cost by those most directly benefitted. Every street opening contemplated will benefit the contiguous area very materially; enough, it is estimated, to have at least the cost of the required ground assessed on the benefitted area. Spread over sufficient time, by means of debentures and the city credit, this will be no hardship to anyone, and the benefit will accrue long before it is fully paid for. There is the fact of large general benefit to the city by reason of the new street openings. This may well be held to be offset if the city pays in part for improving the new street. The essential point is that all cases be treated alike and impartially, without fear or favor.

### **Railway Cross Tracks.**

With the large increase of automobile traffic the separation of street and railway grades is constantly becoming a more urgent need. The deadly level railway crossing is the most dangerous of all obstacles to street traffic. The question of safe crossings over the main line of the Grand Trunk Railway, has long been in agitation in Kitchener. The King street crossing is the most necessary one. On account of its sharp skew, and the steep grade of the street just west of the railway, construction will be difficult and expensive. The railway grade should and can be raised for about half a mile. This would serve several crossings. Then, by a slight diversion of King street, this and two other streets can be served with one crossing. A large economy in construction can thus be made and at the same time the solution will give the best service practicable for the location.

### **Radial System.**

A radial system of main thoroughfares exists in part in the present King street, running approximately south-east and north-west, Queen street, approximately north-east and south-west, and Frederick street from the east. These streets all run from the centre of the city beyond the boundaries to the outlying country. An excellent direction for an additional radial thoroughfare would be Brubacher street continued toward the east straight out into the country to what is known as the Eby Settlement and beyond that to the old Chicopee dam site where there should be a bridge across the Grand River. This would make direct connection for a large territory from which access to the city by existing roads is now very roundabout.

Another main thoroughfare will be the continuation of Glasgow street toward the west, as already planned, joining King street by the connection opposite Willow street as shown in the 1919 approved plan. This will open up a fine section of residence territory directly adjoining the city, and give much more direct access to the city than now exists from a large section of the township of Waterloo.

### **Building Lines Needed.**

A good beginning of a circumferential thoroughfare is already made and contemplated new streets and a few comparatively short street openings will make it continuous. It will be largely in new territory and can well be widened into parkways.

A great difficulty is that the main thoroughfares of the city are too narrow; King street sixty to sixty-six feet and transverse streets only forty feet. The most practical way to remedy this difficulty is to establish future building lines for all new buildings, and make all buildings to conform to these lines within a fixed time.

### **Civic Centre.**

The best single asset of the city is a plot of about four and one-half acres of ground now partly occupied by the old town hall, by the central fire hall and by market buildings. This plot is centrally located, with frontage partly on King street. With the King street frontage somewhat extended it will form an admirable civic centre giving sufficient room for a small park around which the future city hall and other public buildings can be located; and thus an excellent result can be achieved. Around the civic centre all public buildings required for the administration of the city's business should eventually find place. The impression made by a group of harmoniously designed buildings is immeasurably better than can be had if the public buildings are scattered in different parts of the city. They may all be individually fine buildings, but if they are grouped in one place, an impressiveness and grandeur will result which cannot otherwise be attained.

Furthermore, any building of imposing design requires proper setting and surroundings to show its merit. Aside from dignity and harmony of appearance, convenience and economy require that the buildings in which the public business is carried on should be near together. What sufficed for the small town is altogether inadequate for the fast growing city with definite promise of a large future. Any postponement of provision for this inevitably means greater expense later.

As has been well said, in effect: "No other structures are so appropriately entitled to the best position the city can afford as are those that stand officially for it. They are gregarious; they belong to the same location, theoretically without regard to—because above—the temporary matter of land values and the claims of individual real estate interests. Not only do these buildings belong together, but each gains by the proximity of others. There is not only a utilitarian gain in the concentration of the public business, but there is civil gain in the added dignity and importance which these buildings seem to possess. Collectively they appear to make the city more pridesworthy; they make the municipality—in this representation of the mightiness of its total business—seem a more majestic thing and better worth living and working for—as of large possibilities for good—than could these same buildings when scattered about the city in a wilderness of business structures.

### THE LENS TOWN SITE.

By Dr. E. Deville.

In 1919, a portion of the Porcupine Forest Reserve, containing some 200,000 acres, was placed at the disposal of the Soldiers' Settlement Board for the settlement of returned soldiers. It lies some fifteen miles south of the station of Prairie River, on the Canadian Northern Railway, from which a road has been constructed by the provincial authorities. As soon as settlers commenced to come in, the need of a town site at the station became pressing and the Board was induced to purchase from the Hudson Bay Company the west half of section 8, tp. 45, r. 7, west of 2nd m., in which the station was situated. As has been too often the case in the west, four blocks had to be laid out at once, before a proper subdivision plan had been prepared. This plan was designed later. The railway station was too far east; it was moved westwards, but it is unfortunately in the extreme north west corner of the site. A curve in the railway prevented its location opposite the centre of the site.

The ground east of Prairie River, where the site is located, is practically flat, the difference of elevation being the extreme points not exceeding fifteen feet.

The industrial district is located close to the railway, partly at the north west corner and partly at the north east corner of the site. The business district adjoins the railway station and grounds; 20 feet lanes are provided at the rear of the lots. The residential district occupies the southern portion of the site and most of the frontage of the valley of Prairie River: this frontage is the most desirable part of the site for residence. As a general rule, there are no lanes at the rear of the residential lots which are wide enough to allow a side entrance.

The civic centre is at the centre of the town, a whole block being dedicated to municipal buildings. In front of it are two small parks separated by an avenue 80 feet wide. Beyond the parks, also separated by the avenue, are the market place and the post office block. In the latter block is an assembly hall and a bank. At the rear and on the sides of the municipal block are reserves for school, hospital, library and church. A large lot, not too far from the centre of the town, but in the industrial district, is reserved for a public garage.

Another school site, with large playgrounds, is laid out in the western part of the residential district. In the southern part is the athletic field. The outlying parts of the site have been laid out into large garden plots.

The valley of Prairie River, which is some forty feet deep, is wooded with spruce and large poplar. It has been reserved for a park. With very little expenditure, it may be developed into a most attractive place.

A site for a sewage disposal plant has been provided at the south west corner of the site. At the north west corner is a temporary nuisance ground. It is the intention to transfer this later to the north side of the railway.

### THE TOWN PLANNING COMPTROLLER AND HIS WORK.

By Arthur Alexander Stoughton.

#### Manitoba Appoints Town Planning Comptroller.

To all interested in town planning and rural development in Manitoba it will be a source of satisfaction that the Town Planning Act of this province, which has been on the books since 1916, has at last been made effective by the appointment of an official charged with its administration.

The Municipal Commissioner, in whose department this activity falls, has appointed Mr. Wilfred E. Hobbs, Comptroller of Town Planning, who will have the duty of passing upon plans and schemes for sub-divisions in the various towns, villages and municipalities, with a view to their fulfilling minimum requirements for economy, safety, convenience, and health, and especially the co-ordination of new schemes with existing conditions. It will also be



in his province to encourage municipal officials to submit schemes for improvement and protection within their boundaries and to show them how these may be planned most wisely and advantageously.

#### **For Better Planning.**

Town and regional planning is a science and an art. It is not to be expected that local authorities and private owners of land should be familiar with its principles or experienced in their practical application. The province is therefore providing an expert in these matters and a bureau to aid those who have a problem of planning on their hands. His office will thus be a clearing house for information and advice and the medium of co-operation between provincial and local authorities in furtherance of more comprehensive planning and better lines of communication between different centres. As a result of his experience and of the actual working of the act, he will be in a position to suggest changes looking to its increased effectiveness and its applicability to local conditions and needs. Its purpose is not to hamper nor restrict, except in the largest and best interest of the public. It is designed to foster good planning and to introduce those elements of control and direction that will stabilize values, protect owners and residents and lead to the best development and use of land.

#### **Mr. Wilfrid E. Hobbs.**

Mr. Hobbs is a man fitted by temperament to perform these duties in a competent manner. As land surveyor and municipal engineer and official in the provincial Good Roads Department he has shown ability in the treatment and proper use of land, as well as in the planning of roads. He served with credit during the war, first, as camp engineer at Camp Hughes and later in England and France as engineer and constructor. He is prepared to devote his energies to the development of this branch of government direction while preparing himself for a fuller service by intensive study of the subject in its several phases. The opportunity to perform a service to the province and its people is great. Any cost of such service will be returned many times over in enhanced values due to improvements and to greater convenience and better living conditions. This appointment is made none too soon, as there is increasing activity in the development of real estate as well as in municipal improvement and many schemes are awaiting attention. Several councils are submitting plans for extensive replanning, including zoning features.

#### **Waste and Inefficiency of Planless Development.**

The waste and inefficiency of a system of development without such control is obvious, whether it is concerned with cities or with rural areas. Private and individual planning is necessarily confined to small tracts and the relation of these to each other,

or to a larger scheme, is not and cannot be ensured except by an authority having the wider jurisdiction. The city of Winnipeg has actually spent millions of dollars in correcting the shortcomings of subdivisions privately planned which have been incorporated in its area. What is true in the city is equally true in the country where roads are not always planned to follow the best course, and where subdivisions are frequently very faulty in their arrangement and in their relation to adjoining property. Thus, in the past, roads that ought to have linked up communities or focal points as directly as is consistent with the nature of the intervening ground, were laid out on a rectangular system—a road every mile, whether necessary or not—regardless of how such roads crossed hill and valley, river or swamp, or whether they could possibly be graded and used as thoroughfares. The fact is that the time has passed for these primitive systems of haphazard or stereotyped planning by private owners or—it must be admitted—governments. In many cases they impose upon the public conditions that can be endured only at great inconvenience and remedied only at great cost. Governments must do their own planning, accepting such private planning only as fits into a general scheme. The rule of the modern age is for the province or city to control comprehensively its roads and other planning, imposing upon all property a series of thoroughfares and a plan for town or district carefully thought out as a whole.

#### **Roads, Streets and Zoning.**

Every subdivision of land, whether rural or urban, should fulfil certain conditions and conform to certain requirements in the public interest. Some of these are the following: Main thoroughfares should be planned, not necessarily on road allowances of a rectangular system but with a view to the special conditions of the case, such as configuration of the ground, grades, drainage, soil, etc. Secondary and subordinate thoroughfares are planned as feeders and for local traffic, or in the case of residence streets arranged to serve only the houses fronting on them, through traffic on them being rather discouraged. The width of these lesser streets should be relatively narrow to avoid waste of land and cost of improvements. The distance between streets must be carefully determined as controlling the depth of blocks. Establishing building lines and imposing desirable restrictions in order to maintain the status of the several districts and protect them from intrusion of undesirable occupation is the object of the principle of districting or "zoning" which has been applied in large and small cities of the United States and Europe with the greatest success. By it districts are delimited and their occupation by residences, business buildings, factories, etc., severally fixed and restricted. The area of ground to be covered by buildings in the several districts is limited, as well as the height of

buildings and other conditions, as that buildings shall be fireproof or not. The interests of the community are thus conserved and permanence in each area ensured. Applied to a city this would prevent the building of a garage among residences, as occurred in a recent celebrated case in Winnipeg. Applied to suburban or to rural communities it would separate the subdivided area from that of arable land, to the benefit both of the farmer or gardener, and of the would-be purchaser of lots.

### Control of Subdivision.

The control of irresponsible subdivision is in the interest of the municipality in avoiding the wastefulness of extensive improvements. There is a city in Canada which has put in sewer and water pipes for 26,000 vacant lots, which lots would accommodate a population larger than that of the city itself. In certain suburban municipalities there are areas provided with street sewers, water, current, telephones, where only one-tenth of the lots are built upon, nine-tenths of the landowners contributing to the services enjoyed by one tenth. What an economy would be affected if the area of building and of local improvements could be limited to reasonable bounds, outside of which those who wished to market lots would be required to bear the cost of local improvements! Thus would more homes be served for a given expenditure and therefore at a less cost per capita.

### Parks and Parkways.

In addition to the protection of the public and assistance to private owners in the proper development of land, there are certain features that may readily be included, such as parks and parkways, sites for schools and public buildings, waterfront drives, traffic centres and approaches to bridges and public buildings and the like. These are fundamentals of town planning, never secured through private subdivisions and very costly to regain after a plan has crystallized. All these features may be included in a comprehensive plan and the various subdivisions may be co-ordinated with it to the lasting benefit of the public and without injustice to the private owner, if done at the outset. Thus there will be created an organic plan including all the main arteries connecting near and distant focal points, a logical street system and all the desirable conveniences and amenities, instead of a patchwork of unrelated parts.

It will thus be seen what a large and beneficent function this new officer may discharge in stimulating the rational development of land and its subdivision and the layout of its thoroughfares and towns, in acting as counsellor and educator, and in using his special knowledge and influence to secure the best arrangements in every case, with a view to their larger regional significance, as well as their local use.

## NEWS AND NOTES.

### Re-arrangement of Town Planning Division.

The Town Planning division of the Commission of Conservation has been transferred to the National Parks Branch of the Department of the Interior.

The work of the division will not be materially changed but attention will be chiefly directed in future to purely federal matters, including town planning and park developments in connection with the national parks. Matters connected with provincial legislation and local town planning schemes will be left to the initiative of the provincial and local authorities but where requests are made by these authorities for assistance and co-operation it will be readily given by the department.

Mr. Thomas Adams will continue to act as town planning adviser, with Mr. W. D. Cromarty, architect, and Mr. Alfred Buckley, M.A., as assistants. A considerable saving of expense to the government will be effected as the result of a new arrangement with Mr. Adams under which he will devote part time to the government and the larger part to private work in England and the United States, with headquarters in London, England. Mr. Adams sailed for England on August 26 and will not return to Canada till the spring.

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### Montreal Conference.

Among the subjects to be discussed at the Montreal town planning conference are the following: "Suburban Development in Montreal", by Leonard E. Schlemm.

"The Tenure of Land and its Effects on Town Planning", by H. L. Seymour, B.A.Sc.

"The Control of Subdivisions", by Malcom D. Barelay, B.A. Sc.

"Economics of Organic Planning", by Noulan Cauchon, A.M.E.I.C.

"The Growth of a city with special reference to Edinburgh", by Ramsay Traquair, F.R.I.B.A.

"The Town Planner's Problem in Paris", by Adrian Berrington, A.R.I.B.A.

"City Mapping, with special reference to Surveying by Aeroplane", by D. H. Nelles, M.E.I.C.

"Parks and Park Systems", by F. G. Todd.

"The Relation of Building By-laws to Town Plans", by Percy Nobbs, M.A.

"The Montreal Situation", by James Ewing, M.E.I.C.

"Rapid Transit in Relation to City Development", by R. Stuart Williamson, M.E.I.C.

"Zoning in New York and other Cities", by E. F. Goodrich, New York.

"The Montreal Harbour Development", by M. P. Fennell.

General discussion of the law and financing of the city plan, led by W. D. Lighthall, K.C.



The following subjects will be treated in French:

"L'Art du plan des villes", par M. A. J. Lavoie.

"Les artères principales de Montreal", par M. G. R. McLeod, B. A. Sc.

"L'Automobile et le développement Urbain", par M. J. M. Duchastel, B.A. Sc.

"Les conduits électriques souterrains", par M. L. A. Herdt, D. Sc.

"Transports en commun et développement des villes modernes", par M. Paul Seurot, M.E.I.C.

"Congestion", par M. Aimé Cousineau, B.A. Sc.

"L'Art Urbain vu par un Sculpteur", par Henri Hébert, R.C.A.

"The Plan raisonné", by Noulan Cauchon, A.M. E.I.C.

There will also be an exhibition of town planning material arranged by the Town Planning Division of the Canadian National Parks Branch of the Dept. of the Interior. This will include the following items:

Some of the plans of the Ottawa Federal District, plans and illustration of cities in Canada, Great Britain, the United States and elsewhere, showing:

Photographs of parks and parkways, including the stages of town planning development. Banff and Jasper.

Plans and illustrations of residential developments, civic centres and railway communications.

A detailed town planning study of the Niagara Peninsula.

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#### **Town Planning Extension Course at Toronto. . . .**

Lectures on town planning are to be given in the University of Toronto during the coming year as an extension course. They will be held during two weeks, Jan. 9th to 21st, 1922. The course has been initiated by Professor Adrian Berrington, of the department of architecture. Professor J. A. Dale, R. M. MacIver, W. M. Treadgold and probably others of the staff will co-operate, and such subjects as the model city, road, rail and waterways, civic self-control, vital statistics, the biology and anatomy of towns, economic aspects of housing and town planning, housing and health, education and recreation, map reading, roads and pavements, will be treated.

The lecturers are desiring to appeal first to the expert—the architect, the surveyor, the municipal engineer, the landscape gardener and all those who have been technically equipped in their own studies and yet desire more knowledge of the others' difficulties and points of view. An attempt will be made to render the lectures interesting even to those who claim knowledge and experience of the particular subject under treatment.

The general plan of the course is the simple one of two lectures every morning, thus leaving time for discussion after each lecture, the afternoons, save for such as are taken up with visits to places of interest in Toronto, being devoted to work on actual

problems. The idea underlying the plan is that the students will have as much in the way of particular experience to give the lecturers as these, in their turn, have in the way of general ideas to give the students. It is not to be one of those courses where the student is expected to sit silent and just listen to lecture after lecture. On the contrary, it is hoped that the student will speak up for himself or herself. The organizers of the course definitely ask students to bring maps and plans, whenever these are to be had and figures and photographs, so that the problems discussed may be actualities. In this way it is possible that one or two solutions of value may be reached and a little practical work done.

The following corporate members of the Engineering Institute have been mentioned as external authorities lecturing in the extension course:—Mr. Noulan Cauchon, Ottawa; Messrs. E. L. Cousins, A. E. K. Bunnell, A. G. Dalzell, J. P. Hynes and H. L. Seymour of Toronto. These lecturers will cover the following subjects: "The Use of Water Power and Irrigation", "The Toronto Harbour Scheme", "The Street Transport Problem", "Sub-division Development and Taxation", "History of the Survey", "Sunlight Planning and Zoning".

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#### **Ottawa Town Planning.**

The Town Planning Commission of Ottawa have submitted a proposal to the city council for the extension of York street from King Edward avenue to the St. Patrick street bridge as a great curved diagonal. The present width of the street is 132 feet and the new diagonal will start with this width, gradually diminishing to 80 feet at the approach to St. Patrick street bridge.

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#### **Plan of Town of Jasper, Alberta.**

The plan for the town of Jasper, Alberta, is being rapidly carried into effect. Roads have been laid out, boulevards made and water and drainage systems introduced. Jasper is already a flourishing little community with, as elsewhere, in Canada, a housing problem. It is probable, however, that during the coming spring a number of houses will be built for railway employees which will relieve the situation so far as the permanent residents are concerned. The summer visitors will as heretofore be accommodated in tents, an experience alluring enough to the city dweller more particularly as a well-mannered bear occasionally wanders around the tent city to see that all is well. This kindly thought on the part of one of the oldest inhabitants is much appreciated by lady visitors. The town of Jasper which lies some 200 miles west of Edmonton is the administrative centre of a kingdom of mountains and lakes, which have been adopted as the great national playground—Jasper Park. The planning of the town was the work of Mr. Adams.

### New Secretary of the Institute.

Major Douglas H. Nelles, D.L.S. (member), supervisor of city mapping of the Geodetic Survey of Canada, whose excellent paper on the topographical survey of London, Ont., and the advantage of aerial maps in town planning work appeared in our last issue, has consented to act as honorary secretary-treasurer to the Institute.

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### Mr. Adams to Lecture in Boston.

Mr. Thomas Adams, town planning adviser to the Canadian National Parks Branch, has been requested to act as special lecturer on town planning to the department of architecture of the Massachusetts Institute of Technology, the largest technical graduating school in the United States. It is interesting to note that although Mr. Adams was a Canadian citizen his name was put forward by leading members of the American Institute of Architects.

Mr. Adams has also been nominated by the overseers of Harvard University as a visiting member of the School of Landscape Architecture of Harvard.

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### Town Planning Lectures at Paris, Ont.

Mr. H. L. Seymour, (member), has been lecturing at Paris, Ont., on town planning. The firm of Barber, Wynne-Roberts and Seymour was recently retained as consulting engineers for Paris and are doing considerable work there.

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### New Member.

At a meeting of council, held September 6th, Mr. W. H. Briethaupt, M.E.I.C., was declared elected as member of the Institute.

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### Plans for London and Welland, Ont.

The City Council of London, Ontario, has passed appropriations for a city plan and has appointed Mr. Adams to superintend the work as town planning consultant. Mr. Adams is also engaged on a town plan for Welland.

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### Degree for H. L. Seymour.

Mr. H. L. Seymour, B.A. Sc., (Member) was recently admitted to the degree of Civil Engineer at Toronto University. This degree is conferred upon graduates of the Faculty of Applied Science who have attained certain engineering prominence and who have presented a thesis satisfactory to the board of examiners, appointed for that purpose. It is interesting to note that Mr. Seymour's thesis was entitled "Practical Street Planning" and dealt with a phase of town planning.

### Ontario Town Planning and Housing Association.

The Ontario Town Planning and Housing Association will hold a convention in Toronto on October 31st and November 1st to discuss what can be done in housing and town planning under present legislation.

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### Soils Laboratory at Saskatoon.

The Department of the Interior of the Dominion Government have made arrangements for the opening of a Soils Laboratory at the Saskatoon University, Saskatoon, with a view to an advance movement in the classification of lands in western Canada. The idea is to save settlers the worry, disappointment and cost of taking up sterile lands as well as to advance profitable agriculture in the national interest.

Mr. A. H. Hawkins, B.Sc., who has been connected with the Topographical Surveys branch since 1906 is to have charge of the establishment at the university at Saskatoon. Mr. Hawkins is a graduate of McGill University and has a wide and extended experience as Dominion land surveyor and has been for many years a keen student of scientific land classification and its national and sociological significance. For many years there has been a demand on the part of advanced students of land settlement for a consistent and scientific policy of land classification that will give inexperienced settlers reliable information on soil values and release them from dependence upon land speculators and other interested persons who cannot be expected to make the welfare of the settler or of the country their chief concern. The movement is of the nature of an experiment but there is every reason to believe that the provincial authorities are extremely anxious to give every possible assistance to the project.

Mr. Hawkins took an active part in the founding of the Town Planning Institute and for the last year has been its efficient and enthusiastic secretary. He has urged the widening of the concept of town planning and has written on the need of special attention to rural development where most of the problems of town planning have their origin. It is expected that Mr. Hawkins will carry his enthusiasm for scientific planning into the west and will assist in forming branches of the Town Planning Institute and be the means of directing the attention of surveyors, engineers, architects and other professional men to the new aspect of land development that has come with the town planning movement. There are already branches of the Institute in Toronto and Montreal but so far the practitioners of the great west have not moved to local organization.